

NFAC 5481-81
31 August 1981

MEMORANDUM FOR: NIC Executive Officer

SUBJECT: Senior Review Panel Comments on Draft "NIC
Production of Interagency Intelligence
Assessments," dated September 1981

1. The Panel considers the proposed procedures, outlined in the subject draft, workable and clear as operational guidance. It concurs in the provisions at I-B, II-A, and II-B relating to its own participation in the process.

2. We note that the concept of a Development File has been accepted, but that earlier projects for collegial reviews by ad hoc NIC panels and for more organized feedback procedures have been dropped. We endorse the first and regret the latter, believing their absence from the system is a matter of concern which should continue to receive NIC attention.



William Leonhart

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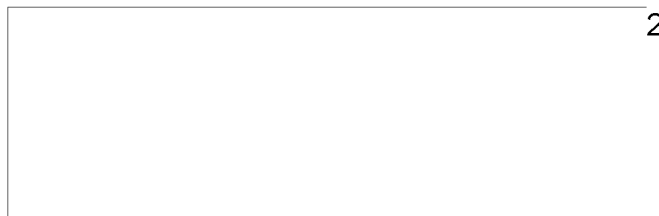


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MEMORANDUM FOR: Amb. Leonhart ✓

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Attached is []'s draft of detailed procedures on the estimative process. He has asked for comments (if any), from the SRP and members of the NIC, by COB Monday, 31 August.

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Joe

Date 27 August 1981

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D R A F T

September 1981

NIC PROCEDURES: PRODUCTION OF
INTERAGENCY INTELLIGENCE ASSESSMENTS

The following paragraphs provide specific guidelines on the process of preparing National Intelligence Estimates (NIEs); Special National Intelligence Estimates (SNIEs); and Interagency Intelligence Memoranda (IIMs). Together they spell out the detailed steps by which the National Intelligence Council and other units involved in the process will apply the new procedures for interagency intelligence production that were discussed at NFIB on 21 July 1981 and subsequently promulgated by the DCI (see also the DCI's Memorandum of 30 July 1981 to NFIB Principals--NFAC 4652-81).

I. Fast-Track Procedures

Fast-track procedures are used in producing SNIEs and some IIMs. As the 30 July memorandum indicates, normally Category "A" SNIEs will be produced within one week (i. e., five working days from inception to NFIB approval) and Category "B" SNIEs in three weeks. On occasion these time periods will have to be compressed or expanded to meet specific needs. Deadlines for fast-track IIMs will vary from project to project; in doing them, the procedures described below will generally apply (except that normally IIMs are not approved by meetings of NFIB Principals, but rather by C/NIC once the NFIB Representatives, speaking for their Principals, have coordinated the draft.)

- A. Stage 1--Project Definition (Cat. A: 24 hours or less; Cat. B: 3 days or less)
- . Request for SNIE is received and brought to attention of C/NIC and DCI.
 - . Once DCI okays going ahead, C/NIC names NIO as SNIE Chairman,

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- notifies NFIB Principals and Executive Secretary (by LDX or telephone), and asks that each Principal name a single Representative fully empowered to speak for him in matters pertaining to producing the paper.
- . SNIE Chairman will draft Terms of Reference (TOR) and a Concept Paper, clear them with C/NIC and DCI, and coordinate them with paper's requester and NFIB Representatives by telephone or LDX.
 - . At same time, SNIE Chairman in consultation with C/NIC and NFIB Representatives identifies a principal drafter of (and possibly other contributors to) the paper; establishes a production schedule; and alerts estimates text preparation (NIC Support Branch, OCO) and dissemination (Control Branch, OCO) units.
- B. Stage 2--Draft Preparation (Cat. A: 2 days or less; Cat. B: 5 days or less)
- . Principal drafter prepares first draft under direction of SNIE Chairman.
 - . SNIE Chairman (or drafter) arranges for text to be transcribed into OCO text processing system and edited by NIC Support Branch, OCO, and informs it of any graphic needs.
 - . Draft is reviewed by SNIE Chairman and then by C/NIC, other senior NIC officers, and Senior Review Panel.
 - . New or revised draft(s) addressing reviewers' suggestions is prepared and transcribed into the OCO text-processing system.
 - . SNIE Chairman, in consultation with C/NIC, determines whether to recommend paper's release to foreign governments and so informs NIC Support Branch and Foreign Liaison Staff of OCO.
- C. Stage 3--Interagency Coordination (Cat. A: 2 days or less; Cat. B: 5 days or less)
- . When draft acceptable to SNIE Chairman and C/NIC is obtained, draft is distributed (normally by LDX) to NFIB Representatives.

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- . For Category "A" SNIEs, Representatives' coordination meeting will be convened by the SNIE Chairman, time permitting (more often the Representatives will coordinate the text by telephone).
- . For Category "B" SNIEs, a Representatives' coordination meeting generally will be convened within five working days of the draft's distribution.
- . SNIE Chairman provides coordinated draft to DCI for his review.
- . When DCI approves, concurrence of NFIB Principals on Category "A" SNIEs will be sought by telephone vote conducted by Executive Secretary, NFIB (or alternatively by means of a special NFIB meeting held within 24 hours). Category "B" SNIEs will be considered at the next regular NFIB meeting, if convenient, or at a special meeting within three days of the DCI's approval.
- . When NFIB meets to discuss SNIE draft, SNIE Chairman ^(prepares "to kindle lights" paper for DCI briefing book prior to the meeting) attends the meeting, presents the paper to the Board, speaks to Board Members' questions about the paper, and seeks Board guidance on releasing the paper to foreign governments. (Principal drafter may, at SNIE Chairman's initiative and C/NIC's approval, also attend NFIB meeting.)

D. Stage 4--Final Production

- . SNIE Chairman (or drafter) provides copies of a recommended distribution list for the published SNIE to NIC Support Branch and Control Branch, OCO.
- . NIC Support Branch arranges for printing text and graphics.
- . SNIE Chairman (or drafter) reviews proof copy of paper and approves its publication and dissemination.
- . If NFIB has approved passing SNIE to foreign governments, SNIE Chairman provides for preparation of suitably sanitized version(s).

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- . SNIE Chairman completes Development File on the paper that establishes record of important milestones in its preparation.

II. Regular Procedures

Because NIEs generally will be longer, more complex, and somewhat less time-sensitive than SNIEs, procedures for producing them provide longer intervals for producing, reviewing, and coordinating them. This will also be true for most (but not all) IIMs, which usually will also be prepared under the procedures spelled out below. (IIMs, however, are issued by the Chairman, NIC once they have been coordinated by NFIB Representatives, and usually they are not tabled formally at NFIB meetings.)

The following procedures will apply to both Category I (programed in advance) and Category II (periodic) NIEs unless otherwise stated.

A. Stage 1--Project Definition (Time duration: usually 1-2 weeks)

- . Category I NIEs (and most IIMs) will be proposed in advance by NIC, NFIB, or senior policy officers; will be put on the NIC production schedule that is reviewed quarterly by NFIB; and will be approved by the DCI before work begins. (Category II NIEs will be programed well in advance and included on the NIC production schedule, but they will not normally require the express approval of the DCI or NFIB for work to begin.)
- . C/NIC designates an NIO or senior NIC officer as NIE (or IIM) Chairman; NFIB Principals are informed that work is beginning, and each is asked to name a single Representative fully empowered to speak for the Principal in preparation of the estimate.

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- . NIE Chairman prepares draft TOR and Concept Paper, which are reviewed by senior officers of the NIC, the Senior Review Panel, the particular policy officers concerned, and the DCI.
- . NIE Chairman sends draft TOR and Concept Paper to NFIB Representatives, who generally will have a week's time to review them with their Principals before a coordination meeting occurs.
- . NIE Chairman holds meeting of Representatives to coordinate TOR and Concept Paper and to formalize drafting responsibilities among participating agencies. (Meeting is generally held one week after Reps receive drafts.)
- . Should circumstances require major changes in scope or focus of estimate thereafter, NIE Chairman ensures that DCI and NFIB Principals are made aware of changes and approve them.

B. Stage 2--Draft Preparation (Time duration: usually 4-6 weeks)

- . Under direction of NIE Chairman, principal drafter prepares first draft. For NIEs draft will include Key Judgments (which become Volume I of the published estimate) and body of estimate itself (which becomes Volume II, or "Supporting Analysis.")
- . NIE Chairman (or drafter) arranges for text to be transcribed into OCO text processing system via NIC Support Branch, OCO, and informs it of preliminary plans for graphics in the paper.
- . First draft is reviewed by NIE Chairman, senior NIC officers, and Senior Review Panel.
- . New or revised draft(s) may need to be prepared on basis of reviewers' suggested changes; text in OCO's NIC Support Branch is updated accordingly. Process continues until draft satisfactory to NIE Chairman and C/NIC is produced.

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- . NIE Chairman, in consultation with C/NIC, determines whether to recommend that NFIB authorize releasing estimate to foreign governments.

C. Stage 3--Interagency Coordination

- . NIE Chairman asks OCO to disseminate clean revised draft to NFIB Representatives, who usually will have two weeks to consult their Principals before coordination meeting is held.
- . NIE Chairman holds coordination meeting of Representatives, who convene on consecutive working days as required to complete coordination and/or define areas of disagreement and dissent.
- . For IIMs, coordinated text goes to C/NIC for authorization to publish (see Stage 4).
- . For NIEs, NIE Chairman sends coordinated draft and explanation of areas of disagreement to DCI for his approval to circulate to NFIB Principals.
- . Executive Secretary, NFIB circulates DCI-approved draft estimate to NFIB Principals, who will have at least seven working days to review text before Volume I (Key Judgments) are discussed at NFIB meeting.

Insert:

- NIE Chairman prepares "talking points" paper on the estimate for the DCI and gets it to Chief, Interdepartmental Affairs Staff, OPR, by 1200 in Friday before NFIB meets on the estimate.

- . NIE Chairman attends NFIB meeting, presents paper to the Board, speaks to Board Members' questions about it, and seeks Board guidance on releasing paper to foreign governments. (Principal drafter may, at NIE Chairman's initiative and C/NIC's approval, also attend NFIB meeting.)
- . After NFIB, NIE Chairman may need to reconvene Representatives for additional cleanup work on and coordination of the main body of the estimate (Supporting Analysis--Volume II).

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D. Stage 4--Final Production

- . NIE Chairman (or principal drafter) provides a recommended distribution list for published estimate to OCO's NIC Support Branch and Control Branch.
- . NIC Support Branch arranges for final editing and printing of text and graphics.
- . NIE Chairman (or drafter) reviews proof copy of paper and gives final approval for proceeding with printing and dissemination.
- . If NFIB has approved paper for passage to foreign governments, NIE Chairman provides for preparation of suitably sanitized version.
- . NIE Chairman completes Development File on estimate which records important milestones in paper's preparation.